



EXCHANGING STUDENTS WITH EASTERN EUROPE



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Summary

This report responds to Assembly Concurrent Resolution 132 (Vasconcellos, 1990), which asked the Commission to design a student exchange program with Eastern Europe.

Part One of the report on pages 1-5 surveys the radically changed context for academic collaboration with Eastern Europe, presents six general conclusions derived from the Commission's study, a dozen recommendations about the proposed program, and five examples of directions the program might take

Part Two on pages 7-10 explains the origins and methodology of the project, identifies the definitions employed by the Commission in the project, and acknowledges the advice received by staff from scores of experts, including campus administrators and faculty involved with overseas programs

Part Three on pages 11-23 presents the findings of the project in detail, including three broad public policy aims that support new academic collaboration with Eastern Europe, an inventory of study-abroad programs and other formal academic agreements between California and Eastern European institutions as of 1991, and sources of federal and private funds for international education projects such as the proposed program.

The report suggests that most funding for the program come from non-State sources and does not advocate diversion of State funds from existing study-abroad programs. It recommends that the next planning stage focus on the availability of such funds for a small pilot effort, to be guided by a consortium of interested California institutions

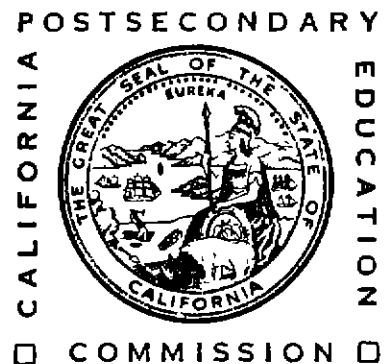
The Commission adopted this report at its meeting of August 24, 1992, on recommendation of its Educational Policy and Programs Committee. Additional copies of the report may be obtained by writing the Commission at 1303 J Street, Fifth Floor, Sacramento, CA 95814-2938

EXCHANGING STUDENTS WITH EASTERN EUROPE

Closing a Half-Century Learning Gap

*A Report to the Governor and Legislature
in Response to Assembly Concurrent Resolution 132
(Resolution Chapter 145, Statutes of 1990)*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938





COMMISSION REPORT 92-22
PUBLISHED AUGUST 1992

Contributing Staff. Dale M. Heckman

This report, like other publications of the California Postsecondary Education Commission, is not copyrighted. It may be reproduced in the public interest, but proper attribution to Report 92-22 of the California Postsecondary Education Commission is requested.

Contents

1. Conclusions and Recommendations	1
Conclusions	1
Recommendations for the Program	2
Illustrative Options	3
 2. Background for the Report	 7
The Legislature's Charge to the Commission	7
Commission Activities	7
Commission Interpretations	7
Acknowledgements	9
 3. Findings of the Study	 11
The Scope of Study Abroad for Californians	11
Current Programs of Exchange with Eastern Europe	11
Public Policy Aims of the Proposed Program	13
Language Proficiency	17
Optimal Age	18
Length of Time Abroad	18
Partner Institutions and Communities	18
Curriculum	19
Participation of California Faculty	20
Selection of Candidates	20
Program Governance and Management	20
Costs	20
Possible Sources of Funds and Distribution of Costs	21
Summary	22
 Bibliography	 23

Displays

1. Geographic Scope Within the Former Soviet Union of the Proposed Exchange Program Between California and Eastern Europe 2
2. Assembly Concurrent Resolution 132 (Vasconcellos), Resolution Chapter 145, 1990 8
3. Countries of Eastern Europe West of the Russian Republic 9
4. Academic Cooperation Agreements Between California Institutions of Higher Education and Eastern European Institutions, 1991, by Institution 14-15
5. Academic Cooperation Agreements Between California Institutions of Higher Education and Eastern European Institutions, 1991, by Country 15-16
6. Russian Language Enrollments in California Higher Education, 1990 17
7. Enrollments in Eastern European Languages Other than Russian, in California Higher Education, Fall 1990 18

1

Conclusions and Recommendations

IN THIS REPORT, the California Postsecondary Education Commission responds to the California Legislature's request through Assembly Concurrent Resolution 132 (Vasconcellos, 1990) that it study and design a student exchange program between the State of California and the nations of Eastern Europe

Conclusions

- 1 The Commission agrees with the Legislature's perspective in ACR 132 that the time is ripe for a new exchange of students with Eastern Europe. No more significant "hinge of history" has occurred since the years immediately after World War II, when the priceless relationship of mutual learning between Western Europe and the United States was reopened. The present moment in the eastern half of Europe opens a similar opportunity of rare historical significance for California.
- 2 The Commission also agrees with the Legislature about the value of educational exchange at the postsecondary level. The processes of profound political and economic transformation underway in Eastern Europe have opened new channels of communication with the West. Californians can benefit from first-hand understanding of this transformation, just as people in Eastern Europe can benefit from firsthand exposure to California's people, problems, and solutions.
- 3 Moreover, the Commission agrees with the Legislature about the intellectual curiosity and idealism of California's college students and about the value of their representing the State on a person-to-person basis to people struggling to institute participatory democracy. Similarly, California's colleges and universities can provide future leaders of Eastern Europe with both wide-ranging skills and experience of direct participation in Californian and American culture.
- 4 Despite the financial stresses plaguing both California and the nations of Eastern Europe, time likely will not improve the present opportunity for a new initiative in student exchange. The Commission does not discount the difficulties of establishing a meaningful exchange program, but individual California campuses are already taking advantage of this historic opportunity, and the Commission believes that the potential benefits outweigh the problems. With an end to the rigidities of the Cold War, East and West have come to a significant moment that invites creative risk-taking and the prospect of substantial public benefit. Historically, Californians have not been strangers to the uncertainties of frontier conditions or to frontier thinking in the quest for improving community life. For these reasons, the Commission endorses the creation of an exchange program between students of the State and those of Eastern Europe.
- 5 By distributing the program costs primarily among federal and private funding sources, and by using the contributed knowledge of experts in the field, the State can mount a significant program of student exchange between a consortium of California institutions and selected institutions in Eastern Europe. The State need not -- and ought not -- divert for this purpose funds already marked for established international programs. Both federal and philanthropic funds have recently been designated for related purposes, and they show potential for exploration.
- 6 Currently, only a few reciprocal (two-way) programs exist whereby undergraduates from California institutions study at institutions in Eastern Europe while a similar number of students from those institutions come to California in reciprocity. Some cooperative academic programs exist that involve students, but few of them are outside the Moscow-St. Petersburg corridor, and a new student exchange program

should aim to complement rather than copy them.

Recommendations for the program

The Commission recommends the following features of a student exchange program between California and Eastern Europe

- 1 The program should aim at a demonstrable benefit to the societies of both regions rather than only to the participating individuals
- 2 While students should be allowed to pursue some elective studies, the program should take advantage of the present transitional period by orienting all participants to selected problems, opportunities, and dynamics of the post-Cold War era in both regions
- 3 During the screening process, California participants should demonstrate adequate proficiency in speaking, reading, and writing the language of the host country to be able to make their own way among the population with a good deal of personal autonomy.
- 4 The program should ensure an actual two-way exchange of students rather than solely a study-abroad program for Californians, but it should not require a precise one-for-one exchange between particular institutions or the exchange of students at exactly the same academic level
- 5 The length of time spent abroad should be at least one semester in order to derive enough benefit from the effort involved in the exchange
- 6 "Eastern Europe" may again be defined as including Poland, Czechoslovakia, Hungary, Romania, Bulgaria, Albania, Greece, and the successors to Yugoslavia as well as the Russian Republic, Byelorussia, Ukraine, and all other European members of the former Union of Soviet Socialist Republics, as indicated in Display 1 below and Display 3 on page 9

DISPLAY 1 *Geographic Scope Within the Former Soviet Union of the Proposed Exchange Program Between California and Eastern Europe*



Source: Rand McNally and World Book Encyclopedia

- 7 The instructional program abroad must have significant on-site participation of at least one regular faculty member from California who would collaborate with host instructors.
- 8 The program should encourage integration of the participants in the life of the host region -- for example, by boarding with host families or living in regular student housing -- rather than being an enclave separate from general institutional and community life
- 9 Screening for the program should include personal interviews guided by a set of explicit criteria, as well as other standard application procedures, since good screening in the beginning can cut costly attrition to a minimum. A strong body of experience with California students abroad suggests that the age range of 20 to 24 years is optimal for deriving the richest value from study abroad and the "affective learning" it affords -- ensuring high personal autonomy and responsibility while remaining open and resonant to the foreign culture. A focus on this age range should not automatically exclude from participation individuals over age 24 who exhibit these qualities
- 10 A consortium of California institutions should comprise the policy-making, governing body for the program but the program could be managed either by an experienced national organization or an office in one of the State's systems of higher education
- 11 The costs and benefits of the program should be shared by its public and private partners. The State of California and State agencies such as the California Postsecondary Education Commission should play only a facilitating role in helping create and support the program and should invite participation by selected community organizations, local governments, business corporations, industrial associations, philanthropic foundations, and federal agencies in its support
- 12 The next steps in the evolution of such a program should involve (1) identifying potential institutional members of a governing consortium, (2) exploring in detail the kinds of poten-

tial funding and support alluded to above; and (3) convening a working group of experts to respond to a specific set of optional directions for the program. The eventual program should be launched as a pilot project with a small number of participants

Illustrative options

In the following paragraphs, the Commission sketches several diverse directions that a California-East European student exchange might take. They are not an exhaustive list of possibilities, but they reflect options suggested by members of the Commission's advisory panel during the course of this project.

Some of these options could well be combined with one another. None of them, it should be noted, emphasizes the acquisition of language skills as its goal, since California already operates effective programs abroad for that specialized purpose. The Commission believes that a new exchange program with Eastern European countries should have broader and different objectives than solely that of improving language skills, even though practicing and expanding one's facility in the host language would be an obvious outcome of the new program.

Option A An Intensive Semester on Societal Functioning

This program would feature a common core for all participants: an interdisciplinary orientation to the host society during its current period of rapid transition, dealing analytically with several of its major current issues and the capabilities at hand for dealing with these issues by looking at major functions of the society and their accomplishment. How do people get fed? How does the actual exchange of goods and services take place? How is transportation organized? How does mail get delivered? How do the schools fulfill their intended functions? How do artists or journalists support themselves and disseminate their work without the domination of government agencies?

Regardless of students' majors or fields of concentration, they could gain valuable understanding from such an inquiry as well as bring back to their

own country first-hand knowledge of the functioning of another society that is in rapid transition. Students in a wide variety of disciplines could turn such a theme to both applied and theoretical use. To witness the present historical moment of transition and at the same time attempt to comprehend it would lend this type of program extraordinary value, both to the participants and to their society.

Option B Business/Industry Traineeships

A relatively quick way of getting an exchange program underway would involve California corporations and industries that need personnel with first-hand knowledge and understanding of East European societies in order to enter into new trade collaborations there. Firms and organizations in both regions need people ready to communicate and collaborate with one another for mutual benefit. California's colleges and universities could provide a valuable framework within which to formulate this needed learning, while individual firms or groups of firms -- such as an industry association of fruit-growers, electronics manufacturers, or international lawyers -- could identify trainees and employ them in specific roles for developing future trade initiatives.

Such a firm or association located in California could agree to form a team of several trainees from California and a similar number of trainees from a designated locale in Eastern Europe who would devote up to a year to preparing themselves to work and study abroad. The private-sector employers could provide stipends for the study-abroad program plus entry-level salaries to the students as their employees. Meanwhile, a consortium of California higher education institutions -- perhaps through University Extension of the University of California, Continuing Education of the California State University, and Community Services of the California Community Colleges -- could collaborate with partner institutions in Eastern Europe and these California employers to provide a program of formal instruction for trainees leading to a designated academic certificate or degree.

For example, the trainees might prepare for the program during six months and then spend one semester abroad, attending specified classes in the partner institution and completing papers or group assignments suggested jointly by the host institu-

tion and the employers. The trainees might then spend a year of employment by their hosts before returning to their starting locations.

Through such a program, California sponsors from the private sector could reap the immediate benefit of having several employees with current and specialized knowledge of an East European locale, plus the expertise and continued goodwill of the Eastern European natives whom they have meanwhile employed in this region. California's colleges and universities could strengthen their working relationships with employers and academic institutions both in California and abroad, and California at large could gain status as a "first-one-here-to-help-us" state -- not insignificant in cultures that have a long memory for friends.

Option C A Semester at Yekaterinburg in the Ural Mountains

California students could spend at least one semester at one of several academic institutions in Yekaterinburg -- a major city in the southern Ural Mountains, either its Polytechnical Institute, its Institute of Theatre Arts, its Institute of Transport Engineering, the Urals Forestry Institute, or the Urals State University. Regardless of which institution they chose, they would meet together weekly to study a common theme -- such as that outlined in Option A: several major functions of the host society, and actual problems faced by the residents of Yekaterinburg and its surrounding region of the southern Ural Mountains in carrying out these functions. This weekly session could involve Russian students who are applicants to participate in the California exchange. It would be taught jointly by Russian faculty members and the resident faculty representatives from California. Each California student would be expected as part of the program to provide tutorial assistance in American-English to local students in the joint program, and the Russian participants would similarly assist with Russian instruction when in California.

Option D Trans-Pacific Partnerships

As Display 1 above illustrates, the country of Eastern Europe or even of Asia that geographically stands nearest to California is Russia, which contains all of Siberia and what was known as "the Soviet Far East." Looking across the Pacific from Cal

ifornia (or even from Hawaii), the nearest major nation is not Japan but Russia via its huge, rich Kamchatka Peninsula

While Siberia occupies Northern Asia, culturally it remains predominantly European, and ethnically its population is mostly Slavic. Three-fourths of Siberians now live in urban centers, five Siberian cities have over a million population each, Novosibirsk -- the largest of them -- has a modern subway system; and Siberia has a proportion of Russia's universities and higher education institutes somewhat larger than its proportion of Russia's population

Stanford University, the University of California, Davis, and several other West Coast institutions currently have academic relationships with Siberian institutions, and several California cities currently have active sister-city relationships in the region. Thus it makes much sense for California to give particular consideration to student exchanges with one or more of the major institutions of southern Siberia, and it blends naturally with California's interest in promoting new ties with its Pacific Rim neighbors

*Option E Acquaintanceship
by Satellite Prior to Study Abroad*

Still another possibility that could be a part of any

of the prior options would be a "two-continent classroom" -- a series of class meetings involving the students and faculty from California and its Eastern European partner institution via two-way interactive satellite communication. This preparatory course would have an academic design or purpose, but one important benefit would be to acquaint the faculty and students from both sides with one another

Lecturers from both partner institutions could lecture in their own primary languages, striving for simplicity in their diction and speed as a concession to the language problem for half of their audience, after which discussion could ensue in each session

During this preparatory course, students from both sides could form teams of four or six -- half from each side -- to pursue an independent group study project approved by their respective institutions and culminating in a defined summary product or term paper. This group project would become the main focus of their subsequent semester abroad. While all team members would be responsible for their own version of the report, the team as an entity might produce one common report rendered in both languages. Such a project would require each team member to develop skills of cooperative and intellectual give-and-take with other members and would provide considerable exercise in communication as an important by-product

2

Background for the Report

The Legislature's charge to the Commission

In September 1990, the Legislature adopted Assembly Concurrent Resolution 132 (Vasconcellos), in which it urged the California Postsecondary Education Commission to "study and design an exchange program, involving 5,000 students, between the nations of Eastern Europe and the State of California." In the resolution, which is reproduced on the next page, the Legislature stated:

The final program design shall include a compilation and evaluation of existing programs and alternative approaches, recommendations relating to the roles and responsibilities of the federal government in the proposed student exchange, identification of appropriate nations and possible sister states, cost analyses, criteria for selection of participants who would reflect racial, geographic, and economic diversity as well as an adequate knowledge of the language of the country to be visited

In the resolution, the Legislature indicated neither any duration of time for the project or for the proposed program, nor any due date for the Commission's response

Commission activities

In January 1991, Commission staff brought a prospectus for the project to the Policy Development Committee of the Commission for discussion, and the Committee directed the staff to proceed with the study. One of the staff knowledgeable about the Soviet Union and proficient in the Russian language undertook leadership for the project, which involved conducting surveys of study-abroad programs and enrollments in Eastern European language courses, interviewing diverse experts in California (including specialists in all of California's systems of higher education), initiating contacts with interested parties in Eastern Europe, and informally exploring potential sources for support of a

student exchange project between California and Eastern Europe. In the process, the Commission established a formal collaborative relationship with the Institute for Research on Higher Education, Moscow -- an agency that provides information on, and has contacts with, nearly 900 higher education institutions in the region.

Commission interpretations

In the course of the project, the Commission and its staff have made three determinations that deserve to be made explicit

- 1 By an "exchange program" the Commission means a reciprocal long-term relationship of exchanging persons between partner institutions instead of solely a study-abroad program for California students. At the same time, the Commission does not believe an effective exchange program requires a precise one-for-one exchange of students or that the students be at exactly the same academic level.
- 2 The Commission interprets the Legislature's request for a program design "involving 5,000 students" as stating a cumulative total of participants to be attained over a decade or more rather than in any one year. An exchange of this magnitude over the remainder of this decade and into the twenty-first century could make a substantial societal difference both to California and a nation of Eastern Europe. Otherwise the number of "5,000" would have little meaning, since in any one year only some 8,000 California students currently study abroad throughout the whole world.
- 3 For the purposes of this project, the Commission interprets "Eastern Europe" to include those countries highlighted in Display 3 on page 9 -- Albania, Bulgaria, Czechoslovakia, Greece, Hungary, Poland, Romania, and Yugoslavia -- and ten republics of the former Union of Soviet Socialist Republics (USSR) -- Armenia, Azerbaidjan,

DISPLAY 2 *Assembly Concurrent Resolution 132 (Vasconcellos), Resolution Chapter 145, 1990*

Assembly Concurrent Resolution No 132—Relative to a student exchange program between California and Eastern Europe

[Filed with Secretary of State September 12, 1990]

LEGISLATIVE COUNSEL'S DIGEST

ACR 132, Vasconcellos Student exchange program between California and Eastern Europe.

This measure would urge the California Postsecondary Education Commission to study and design an exchange program, involving 5,000 postsecondary education students, between the State of California and the nations of Eastern Europe, as specified.

WHEREAS, Democracy is best fostered in an environment of peace and all that comes with it interaction, exchange, and growth, and

WHEREAS, World peace is a goal to which all persons, regardless of political affiliation, are committed, and

WHEREAS, Individual trust and cultural understanding, through the eradication of fear and hatred, lay the foundations for a healthy and productive relationship between nations, and

WHEREAS, The fall of the Berlin Wall symbolizes the crumbling of barriers between Eastern European countries and the West barriers which are political, economic, and social—but also cultural and interpersonal, and

WHEREAS, Student exchange programs have enabled thousands of California's youth to learn about, and develop links and bonds with, thousands of persons of many countries and cultures, these programs have led towards societies that are enriched with the beauty of the world's diversity and sown with the seeds of world peace; and

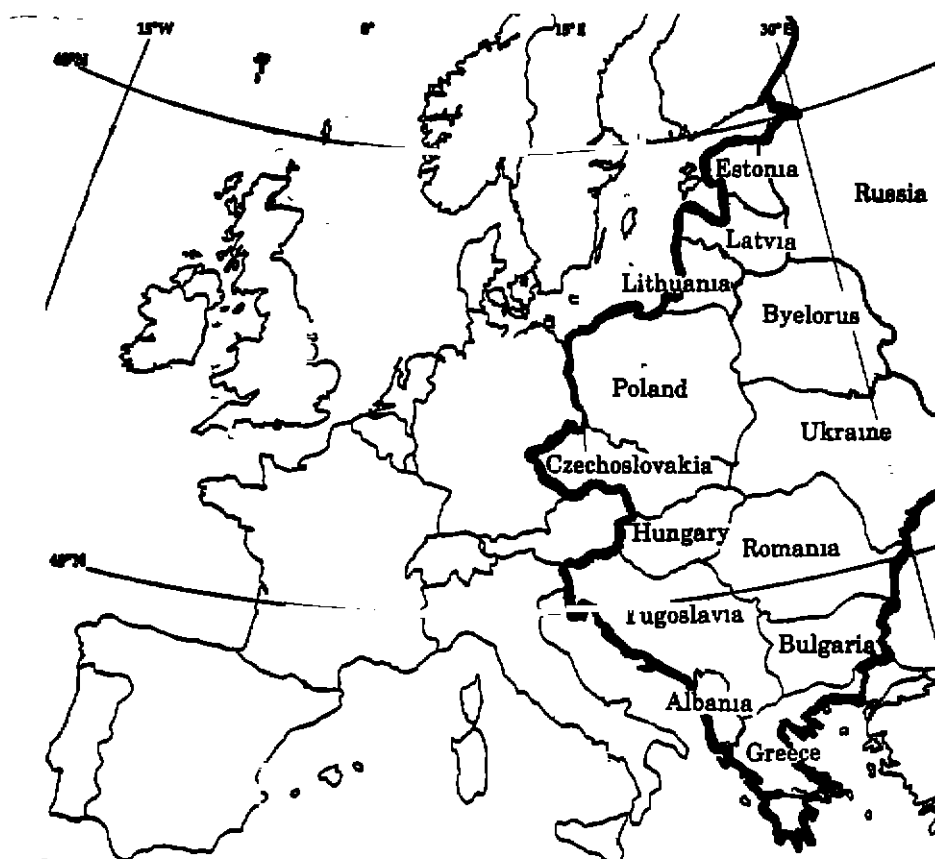
WHEREAS, Through their education, curiosity, and idealism, California's students—who are our investment for a better, more peaceful world—represent the highest virtues of participatory democracy to the developing democracies of Eastern Europe, now, therefore, be it

Resolved by the Assembly of the State of California, the Senate thereof concurring, That the Legislature urges the California Postsecondary Education Commission to study and design an exchange program, involving 5,000 postsecondary education students, between the State of California and the nations of Eastern Europe in order to promote a relationship of mutual trust and understanding as an initial step towards world peace; and be it further

Resolved, That it is the intent of the Legislature that the study and final program design of the student exchange shall include a compilation and evaluation of existing programs and alternative approaches, recommendations relating to the roles and responsibilities of the federal government in the proposed student exchange, identification of appropriate nations and possible sister states, cost analyses, and criteria for selection of participants who would reflect racial, geographic, and economic diversity as well as an adequate knowledge of the language of the country to be visited; and be it further

Resolved, That the Chief Clerk of the Assembly shall transmit a copy of this resolution to the California Postsecondary Education Commission.

DISPLAY 3 Countries of Eastern Europe West of the Russian Republic



Source California Postsecondary Education Commission, 1991, p. 3

Byelorussia, Estonia, Georgia, Latvia, Lithuania, Moldavia, Russia, and Ukraine. By itself the USSR had a population of approximately 300 million, and the population of the total region comes to nearly 500 million, or half a billion people.

This list of countries follows a literal geographic and cultural meaning of Eastern Europe, with the eastern continental boundary being the crest of the Ural Mountains. Throughout the Cold War era, most Americans -- including scholars and journalists -- adopted terminology by which they distinguished between "Eastern Europe" and the USSR, and thus used an ideological rather than a geographical definition. On the west, they extended "Eastern Europe" all the way to Berlin. Since the end of the Cold War and the dissolution of the Soviet Union, however, many people again use the label "Central Europe" especially for Poland, Czechoslovakia, and

Hungary. Cognizant of the Legislature's intent for this project, the Commission regards Eastern Europe as beginning with Poland and Czechoslovakia on the west and extending to the geographic eastern edge of the continent and southward to the Caspian, Black, and Aegean Seas facing Asia.

As is evident, the list includes Greece which, despite its military association since World War II with the North Atlantic Treaty Organization, retains its religious and historical identity as the fountainhead of Eastern European culture as well as its obvious geographical location facing Asia. On the other hand, the list does not include the Soviet Central Asian Republics because they lie entirely outside the continent of Europe.

Acknowledgements

In the course of the project, the Commission received helpful facts and advice from many individuals. Specialists on no less than 70 California campuses and leaders of two dozen Eastern Orthodox churches supplied the information contained in the displays that summarize California's current academic contacts with Eastern Europe and the capabilities of California students in the major Eastern European languages. To that large group, the Commission expresses its gratitude.

In addition, the following individuals (listed in alphabetical order) contributed time and thoughtful discussion to the project and deserve the Commission's special appreciation.

V. G. Babenko, Theatre Institute, Yekaterinburg

Irina Barnes, Stanford University	Lyn Miller, Chancellor's Office, California Community College
Barbara Bundy, University of San Francisco	Earl Molander, Portland State University
Nancy Cochran, Education Abroad Program, University of California	Josef Moorehead, California State University, Sacramento
Donald Culton, Los Angeles Community College District	David Mostny, Alexander Industries, San Francisco
Father Vladimir Derugin, Hoover Institution	Mrs. Najum Khan, former staff member, California Postsecondary Education Commission
Megan Donnelly, Sister Cities International	Erik Olsen, International Christian Youth Exchange
Valerie Druzhnikov, University of California, Davis	Susan Oppen, Education Abroad Program, University of California
Yuri Druzhnikov, University of California, Davis	Brenda Robinson, Office of the Chancellor, the California State University
Helen Dumas, Greek Orthodox Diocese, San Francisco	Yuri Samarin, Mayor, Yekaterinburg
Elaine El Khawas, American Council on Education	John Sanzone, California State University, Chico
Pamela Fisher, Yosemite Community College District	A. Y. Saveliev, Institute for Research on Higher Education, Moscow
Monica Freeman, California State University, Sacramento	Dulcie Schackman, Institute of International Education, New York
James Gallant, University of California, Davis	Tasia Scourkes, San Francisco Chamber of Commerce
Richard Giardina, San Francisco State University	Gunter Seefeldt, Foothill Community College
Nancy Glock, Chancellor's Office, California Community Colleges	A. Shevnin, Sverdlovsk Teachers College, Yekaterinburg
Madis Habakuk, Estonian Business College, Tallinn	V. N. Shtinov, Urals State University, Yekaterinburg
Susan Hardwick, California State University, Chico	S. M. Skorobogatov, Institute of Transportation Engineering, Yekaterinburg
Ron Herring, Stanford University	V. N. Starzhinski, Urals Institute of Forestry, Yekaterinburg
Robert Jackson, California State University, Chico	Bette Ann Wagner, San Diego State University
Conrad Kasperson, Franklin and Marshall College	Zachary Wochok, Calgene, Davis
Alex Katchmar, Ukrainian Heritage Association, Sacramento	Glynn Wood, Monterey Institute of International Studies
Leslie Koltai, University of California, Los Angeles	Carl Zachrisson, Institute of International Education, San Francisco
Kurt Kreith, University of California, Davis	
M. Lou Lewandowski, San Jose State University	
A. A. Maltsev, Institute of National Economics, Yekaterinburg	
John Marcum, Education Abroad Program, University of California	

3

Findings of the Study

The scope of study abroad for Californians

The proposed student exchange program between California and Eastern Europe can best be seen in context by placing it within a view of study abroad programs for Californians. Overall, a chronic imbalance prevails between the number of students from California colleges and universities who undertake study in other countries, and the number from other countries who study for a term or more in California. In 1989-90 -- the year of the most current data available -- the number of Californians studying abroad for academic credit totaled only 8,342, while those from abroad studying in California numbered 54,178.

The California students came from the following institutions

<u>System</u>	<u>Number of Students</u>
24 California Community Colleges	2,216
8 University of California campuses	2,487
19 California State University campuses	1,161
41 regionally accredited independent institutions	<u>2,528</u>
Total, 88 campuses	8,342

Source: Institute of International Education, 1991, except for four campuses of the California State University that were not included in that survey and that accounted for 272 students

Based on national statistics, it is probable that approximately 150 of these California students were studying in the Russian Republic, but only a handful were attending institutions in Eastern Europe outside of Russia.

Current programs of exchange with Eastern Europe

Outside of academia, several exchange programs operate between California and Eastern Europe. Among them are Sister City relationships, whereby committees in the communities help arrange regu-

lar, reciprocal visiting and ongoing contacts.

- Citizens of San Jose in California and Yekaterinburg in the Russian Republic have developed active two-way visitations with the objectives of mutual understanding and commercial collaboration. This year they also have agreed on regular exchanges of students.
- Oakland has a vigorous Sister City Committee that has collaborated with its counterpart group in Nakhodka, Russian Republic, to sponsor a series of reciprocal visits by students and teachers at the high school level.
- San Diego is currently establishing similar collaboration with Vladivostok.

In addition, the International Christian Youth Exchange (ICYE) -- ecumenical and nationwide -- has recently included youth from Poland among its participants and has placed a few California participants in East-Central European homes where they attend local schools for a year.

Within higher education, however, California's academic agreements with institutions of Eastern Europe largely involve either one-directional study abroad programs or various types of arrangements involving faculty members and advanced graduate students -- visiting lectures, consulting, research, or a combination of these activities.

The few exceptions to this general finding include programs of a somewhat tentative nature at Stanford and the former World College West, plus two well established programs of the University of California.

- Students at Stanford, with active help from the Citizen Exchange Council of New York, have arranged an annual reciprocal exchange visit of approximately two weeks with students of Novosibirsk State University (West Siberia), Russian Republic.
- The late World College West in Marin County had begun an annual exchange of students and faculty with the Pedagogical Institute of the

eign Languages in Pyatigorsk, a city on the border of Georgia and Russia

- Since 1988, the University of California has had a bilateral exchange agreement with the University of Leningrad (now the University of St. Petersburg), under which faculty members as well as graduate students may spend a semester or academic year in the other country for research. This agreement also provides for an "undergraduate cultural exchange seminar" with study periods of three weeks in each country for both the Russian and the American undergraduate participants
- Four campuses of the University of California (Irvine, Los Angeles, Riverside, and San Diego) have agreed with the Moscow State Historico-Archival Institute for an annual exchange of graduate students, and the first student from Moscow arrived in September 1990.

These four programs are true exchanges in that they involve reciprocal student study abroad. At the time of the Commission's survey of California institutions in 1991, all other reported programs lacked reciprocity -- that is, they did not involve a two-way exchange of students

Since reciprocal exchanges sometimes build on the foundation established by other types of academic cooperation, it seems useful to list examples of these other types -- especially those few programs in which California undergraduates can study for a semester or more in an Eastern European institution or setting. Among those programs are these:

- The Education Abroad Program in the University of California affords qualified students from its campuses an opportunity for studies in Budapest or in St. Petersburg (formerly Leningrad). In Budapest, the Education Abroad Program maintains a center at Budapest University of Economic Sciences, where every UC student, whether attending for one or two semesters, studies conversational Hungarian and enrolls in core social science courses taught in English. In St. Petersburg, third-year UC students in Russian language may study at the Herzen Pedagogical Institute, while more advanced students may apply for courses in language, literature, and social sciences at St. Petersburg State University. The University of California shares the latter program with other members of a consortium of American universities, so spaces are more limited; but participants may study at St. Petersburg for either a semester or a full academic year
- Pitzer College in Claremont is one of 15 sponsors nationwide of the East and Central European Studies Program, which is managed by the Council on International Educational Exchange. Subject to limitations in the annual number admitted by this large consortium, students at Pitzer and other colleges in the Claremont group can spend a fall semester with a full academic credit load at Charles University in Prague, the Budapest University of Economics, or the Warsaw School of Economics. Most of the instruction in this program is in English by American scholars, but the students must include a language course in the language of the host country
- A group of 45 American colleges and universities outside California constitute the American Collegiate Consortium, which has conducted study-abroad programs in former Soviet republics since 1988. By enrolling in one of those member colleges, students from California can study in any of a number of Eastern European locations.
- California students are also eligible to enroll in the newly established "Central European University" -- an American-style institution designed primarily for students who have completed their first academic degree. The University currently operates in Prague and Bucharest and plans eventual branches in other major cities of the region. The Soros Foundation of New York has committed major funding to this project, with advice and guidance from several American east-coast universities
- California students can also enroll in New York University's (NYU) five-week summer program, "NYU in Prague," operated in cooperation with Prague's historic Charles University. Students in that program can elect to study "Intensive Czech Language" as one of their two courses, with the other course taught in English
- Illustrating the reverse direction of one-way study-abroad programs, Modesto Junior College and King's River College currently are hosting two contingents of 20 students each for a two-year study of agribusiness in a market-based economy. These students come from Poland and

Hungary under the aegis of the agricultural ministries of their home countries and the U S Information Agency

As expected, the number of students from Eastern European countries studying in the United States has increased abruptly in the past three or four years. Between the 1989 and 1990 academic years, their numbers increased by 42 percent -- from 3,400 to 4,800. The proportion of these students in the United States who were attending California institutions is not known, but it was probably between 12 and 20 percent of the 4,800 -- a very small part of California's total 55,000 foreign students.

Other kinds of academic agreements between institutions of higher education in California and in Eastern Europe -- most of them not directly involving students -- are shown by institution in Display 4 on pp. 14-15 and by country in Display 5 on pp. 15-16. They range, for example, from an agreement for mutual consultation on viticulture between Napa Valley College and the Republic of Georgia to an agreement for sharing research and publications between the UCLA School of Architecture and the Technical University of Budapest. These types of programs continue to expand, some for short periods of time and others with no termination date specified; thus *this list must be considered only a snapshot as of 1991*, rather than a complete inventory of all current contacts.

For this report, the significance of these lists lies in the established contacts between faculty members of the institutions and the potential for building student exchange agreements on these contacts. The Commission believes that such contacts would not be hindered by a new student exchange program for California students and students of Eastern Europe. Certainly the experience accrued from those contacts would provide a rich source of advice for the new program.

Public policy aims of the proposed program

Three policy aims of long standing would undergird the creation of a new exchange program as envisioned here. Whatever the other benefits of the proposed program, it should aim at demonstrable benefits to the societies of both regions and not just to the participating individuals.

- Like other exchange programs, it could be a means of increasing mutual understanding and first-hand acquaintance among estranged peoples, thereby promoting international cooperation.
- At the same time, it could be a means for increased trade with the other region as students gain a hands-on familiarity with its economic needs, cultural values, and work habits.

These two aims -- peace and trade -- go hand in hand and ultimately depend on one another. Cast as educational goals, they comprise an intertwined pair of reasons for a State program of student exchange with Eastern Europe.

- Yet a third public aim must be mentioned: civic learning. The new openness of Eastern Europe makes it incumbent on American higher education to ensure opportunities for Americans to understand the dynamic mosaic of that region's cultures. Close to a half-billion people inhabit this region -- yet their heritages and cultural histories are only marginally familiar to Americans. As the world becomes more interconnected, the citizens of California need better understanding of the complex cultures evolving in Eastern Europe, thereby increasing tolerance of diversity and enabling insightful public policy formation.

All three of these benefits are public objectives of longstanding for higher education. Together, they can serve as the pillars on which to build a student exchange program between California and Eastern Europe that emphasizes first-hand understanding of the peoples of the region and yields discernible public benefits.

At this point in 1992, it seems likely that the objectives of an exchange program between California and Eastern Europe may well differ for the two regions. The Eastern European countries face such immediate and critical economic needs that they may emphasize specialized technical training to aid their distressed and transitional economies. The programs of Modesto Junior College and Kings River College in which 40 East Europeans are currently learning American ways of agribusiness provide one such example. Even here, however, a first-hand acquaintance with the ways of American political life and of our mixed economic system -- mar-

DISPLAY 4 Academic Cooperation Agreements Between California Institutions of Higher Education and Eastern European Institutions, 1991, by Institution

California Institution	Eastern European Country and Institution	Participants
CALIFORNIA COMMUNITY COLLEGES		
Kings River Community College	Ministries of Agriculture, Hungary and Poland	Undergraduates
Los Angeles Valley College	Charles University, Prague, Czechoslovakia	
Modesto Junior College	Ministries of Agriculture, Hungary and Poland	Undergraduates
Napa Valley College	Tbilisi State University, Georgia	Faculty
San Francisco City College	Patris Lumumba University, Russia	Undergraduates
Santa Barbara City College	Patris Lumumba University, Russia	Undergraduates
THE CALIFORNIA STATE UNIVERSITY		
Chico	Journalism Institute, Romania	Faculty
Chico	Cyril and Methodius University, Yugoslavia	Grad Stus , Faculty
Fresno	Yerevan University, Armenia	
Fresno	Byeloruss State University, Beloruss	
Fresno	University of Athens, Greece	Undergraduates
Fresno	University of Gdansk, Poland	Faculty
Fresno	University of Poznan, Poland	Faculty
Fresno	Copernicus University, Torun, Poland	Faculty
Fresno	St Petersburg University, Russia	Undergraduates
Fullerton	Moscow Steel Institute, Russia	
Hayward	Tbilisi State University, Georgia	Undergrads , Fac
Humboldt	University of Athens, Greece	Undergraduates
Long Beach	Budapest University of Economics, Hungary	Faculty
Long Beach	Academy of Sciences, Lithuania	
Northridge	Dnepropetrovsk State University, Ukraine	Grad Stus , Faculty
Pomona ¹	University of the Aegean, Greece	Undergraduates
Sacramento	Charles University, Czechoslovakia	
Sacramento	Moscow Linguistic University	Undergraduates
San Diego	University of Maribour, Yugoslavia	
San Francisco	University of Warsaw	Faculty
San Francisco	Polish Economic Institute	Faculty
San Francisco	St Petersburg Polytechnic University	Undergraduates
San Francisco	Moscow Business Institute	Faculty
San Jose	Moscow Linguistic University	Undergraduates
Sonoma	Klimentohridsky University, Bulgaria	
UNIVERSITY OF CALIFORNIA		
All Campuses	Budapest University of Economics, Hungary	Under , Grad Stus
All Campuses	St Petersburg University, Russia	Under , Grad Stus
All Campuses	Herzen Pedagogical Institute, Russia	Under , Grad Stus
Berkeley	Czechoslovakia Technological University	Grad Stus, Faculty
Berkeley	Jagiellonian University, Poland	
Davis	Sophia University, Bulgaria	Faculty
Los Angeles	Charles University, Czechoslovakia	
Los Angeles	Moscow State Historical Institute and Archive	Grad Stus ,Faculty
Los Angeles	Technological University of Budapest, Hungary	
Los Angeles School of Medicine	Riga Medical Academy, Latvia	Graduate Students
San Diego	Institute of International Relations, Russia	Graduate Students

continued

DISPLAY 4 (continued)

California Institution	Eastern European Country and Institution	Participants
INDEPENDENT INSTITUTIONS		
Monterey Institute of International Studies	Moscow State University, Russia	Graduate Students
Monterey Institute of International Studies	Diplomatic Academy, Russia	Graduate Students
Monterey Institute of International Studies	Institute of International Relations, Russia	Faculty
Stanford Student Organizations	Novosibirsk State University, Russia	Under , Grad Stus
Stanford University	Jagiellonian University, Poland	Undergraduates
Stanford University	Moscow State Historical Institute and Archive	Grad Stus , Faculty
Stanford University	Institute of History, Academy of Sciences	Grad Stus , Faculty
Stanford University	Gorki Institute of Literature, Russia	Grad Stus , Faculty
Stanford University	Herzen Pedagogical Institute, Russia	Grad Stus , Faculty
University of San Francisco	Estonia School of Business, Estonia	Faculty
University of Southern California	Institute of International Relations, Russia	Graduate Students

Note A blank under "Participants" means that the Commission has no current information on the participants in that program

1 Program is currently inactive

Source California Postsecondary Education Commission survey of institutions, September 1991

DISPLAY 5 Academic Cooperation Agreements Between California Institutions of Higher Education and Eastern European Institutions, 1991, by Country

Eastern European Country and Institution	California Institution	Participants
ARMENIA/Yerevan University	CSU Fresno	
BELORUSS/Byeloruss State University	CSU Fresno	
BULGARIA/Khimentohrdsky University	Sonoma State University	Under , Faculty
Sophia University	UC Davis	Faculty
CZECHOSLOVAKIA/Charles University	UCLA	
Czechoslovakia Technical University	UC Berkeley	Grad Stus , Faculty
Ministry of Agriculture	Los Angeles Valley College	Undergraduates
Ministry of Agriculture	Kings River Community College	Undergraduates
Ministry of Agriculture	Modesto Junior College	Undergraduates
Ministry of Agriculture	CSU Sacramento	Undergraduates
ESTONIA/Estonia School of Business	University of San Francisco	Faculty
GREECE/University of the Aegean ¹	CSPU Pomona	Undergraduates
University of Athens	CSU Fresno	Undergraduates
University of Athens	Humboldt State University	Undergraduates
GEORGIA/Tbilisi State University	Napa Valley College	Faculty
Tbilisi State University	CSU Hayward	Under , Faculty

continued

DISPLAY 5 (continued)

Eastern European Country and Institution	California Institution	Participants
HUNGARY/Budapest University of Economics	CSU Long Beach	Faculty
Budapest University of Economics	UC, All Campuses	Under , Grad Stus
Ministry of Agriculture	Modesto Junior College	Undergraduates
Ministry of Agriculture	Kings River Community College	Undergraduates
Technical University of Budapest	UCLA	
LATVIA/Riga Medical Academy	UCLA School of Medicine	Graduate Students
LITHUANIA/Academy of Sciences	CSU Long Beach	
POLAND/Copernicus University-Torun	CSU Fresno	Faculty
Jagiellonian University	UC Berkeley	
Jagiellonian University	Stanford University	Undergraduates
Ministry of Agriculture	Modesto Junior College	Undergraduates
Ministry of Agriculture	Kings River Community College	Undergraduates
Polish Economic Institute	San Francisco State University	Faculty
University of Gdansk	CSU Fresno	Faculty
University of Poznan	CSU Fresno	Faculty
University of Warsaw	San Francisco State University	Faculty
ROMANIA/Journalism Institute	CSU Chico	Faculty
RUSSIA/Academy of Sciences	Stanford University	Grad Stus , Faculty
Diplomatic Academy	Monterey Institute of International Studies	Graduate Students
Gorki Institute of Literature	Stanford University	Grad Stus , Faculty
Herzen Pedagogical Institute	UC, All Campuses	Under , Grad Stus
Herzen Pedagogical Institute	Stanford University	Grad Stus , Faculty
Institute of International Relations	UC San Diego	Graduate Students
Institute of International Relations	Monterey Institute of International Studies	Faculty
Institute of International Relations	University of Southern California	Graduate Students
Moscow Business Institute	San Francisco State University	Faculty
Moscow Linguistic University	CSU Sacramento	Undergraduates
Moscow Linguistics University	San Jose State University	Undergraduates
Moscow State Historical Institute and Archive	UCLA	Grad Stus , Faculty
Moscow State Historical Institute and Archive	Stanford University	Grad Stus , Faculty
Moscow State University	Monterey Institute of International Studies	Graduate Students
Moscow Steel Institute	CSU Fullerton	
Novosibirsk State University	Stanford Student Organizations	Under , Grad Stus
Patris Lumumba University	San Francisco City College	Undergraduates
Patris Lumumba University	Santa Barbara City College	Undergraduates
St Petersburg Polytechnic Institute	San Francisco State University	Undergraduates
St Petersburg University	CSU Fresno	Undergraduates
St Petersburg University	UC, All Campuses	Under , Grad Stus
UKRAINE/Dnepropetrovsk State University	CSU Northridge	Grad Stus , Faculty
YUGOSLAVIA/Cyril and Methodius University	CSU Chico	Grad Stus , Faculty
University of Maribour	San Diego State University	

Note A blank under "Participants" means that the Commission has no current information on the participants in that program

1 Program is currently inactive

Source California Postsecondary Education Commission survey of institutions, September 1991

ket-oriented but with some public controls) may be of great value for such Eastern European students.

Language proficiency

To learn what Eastern European languages California students currently study, the Commission surveyed the State's colleges and universities. Displays 6 and 7 below and on the next page show the findings of that survey. As can be seen, in 1990-91, eight times as many California postsecondary students were studying Russian as all other Eastern European languages combined -- 2,857 to 349. In addition, over a thousand of the State's public school students were learning Russian, and several hundred more were either acquiring or maintaining Russian language proficiency through schools con-

nected with Russian Orthodox Church parishes. In these schools, subjects ranging from history to religion are conducted in the Russian language. Moreover, the California Department of Education reports that as of Fall 1990, nearly 2,200 of California's students in Grades K-12 were native speakers of Russian.

The other Eastern European languages are far less commonly taught. Armenian, Modern Greek, and Hungarian lead the list, but in 1990-91 only 134 California college and university students were studying Armenian, 99 were studying Greek, and 37 were studying Hungarian. In contrast, over 1,900 California children and youth were using modern Greek in their Greek Orthodox parish schools, which, like Russian Orthodox schools, conduct their multi-year sequence of courses in the language of their family heritage.

The Commission has found wide consensus that in order to realize the full benefit of an academic term of residence and study in a different society, students should know enough of the host language to travel individually and converse with people in their own language. That is, they must have more than "basic literacy" in the language yet need less than the fluency exhibited by those students who major in the language and its literature.

This does not mean that, without such proficiency, a visit to a foreign land has no educational value -- but such introductory visits can occur through study tours that are already widely available through such providers as University Extension and the Community Service Divisions of the California Community Colleges.

Foreign language specialists suggest that applicants to the program should be expected to pass a proficiency examination that emphasizes the ability to communicate orally but includes appraisals of reading and writing as well as listening and speaking. Such proficiency should allow participants to make their own way around in the host society with a good deal of autonomy and acquire, on their own, new understanding of the culture beyond the classroom and organized tours.

Such proficiency is not measured, of course, in terms of the number of courses completed or in credits earned. Some students have acquired it through two semesters of introductory language study capped with a ten-week summer institute for intensive

DISPLAY 6 Russian Language Enrollments in California Higher Education, 1990

<u>System</u>	<u>Beginning and Intermediate Students</u>	<u>Advanced Students</u>	<u>Total</u>
California Community Colleges			
17 Colleges, Fall 1990	580	0	580
The California State University			
11 Campuses, Fall 1990	510	152	662 ¹
University of California			
Campuses, Fall 1990	780	228	1,008
4 Institutes, Summer 1990	148	21	169
Independent Colleges and Universities			
7 Institutions, Fall 1990	251	137	388
1 Institute, Summer 1990	<u>25</u>	<u>25</u>	<u>50</u>
Total	2,294	563	2,857

1 Two California State University campuses offer instruction in Russian only by tutorial, and one offers Russian classes only in alternate years.

Note: Besides these college and university students, 295 school students were using Russian in 19 Russian Community Schools connected with Russian Orthodox Church parishes, and over a thousand were studying Russian in California's public elementary and secondary schools.

Source: California Postsecondary Education Commission staff survey, 1991.

DISPLAY 7 *Enrollments in Eastern European Languages Other than Russian, in California Higher Education, Fall 1990*

<u>System</u>	<u>Arme- nian</u>	<u>Bul- garian</u>	<u>Czech</u>	<u>Modern Greek</u>	<u>Hun- garian</u>	<u>Polish</u>	<u>Ro- manian</u>	<u>Serbo- Croatian</u>	<u>Total</u>
11 California Community Colleges	40	0	0	69	0	0	0	0	109
3 Campuses, The California State University	94	0	0	23	0	0	0	0	117
2 Campuses, University of California	0	3	24	0	35	9	3	14	88
3 Independent Institutions	<u>0</u>	<u>0</u>	<u>2</u>	<u>7</u>	<u>2</u>	<u>20</u>	<u>0</u>	<u>4</u>	<u>35</u>
Total	134	3	26	99	37	29	3	18	349

Note Besides these college and university students, some 1,900 school students were using modern Greek in the Greek Orthodox Church schools of California, according to the Greek Orthodox Church Diocese of San Francisco, and 55 were using Ukrainian according to the Ukrainian-American Heritage Association Sacramento

Source California Postsecondary Education Commission staff survey, 1991

practice prior to the start of overseas study. The preparation, however accomplished, would typically enable participants to travel freely and converse satisfactorily in the host society, even though understanding class lectures delivered in that language could still be a formidable problem that might require tutorial assistance by a local native speaker.

As an adjunct of a new student exchange program, one or another California institution might operate an intensive summer immersion program if the program's location required, say, Greek or Polish. For Russian, such summer language institutes are already a regular offering of several California campuses, including the University of California, Santa Cruz, and the Monterey Institute of International Studies. In them, students can earn an entire academic year's credit in ten weeks.

Nonetheless, most California college students who study an Eastern European language enroll in Russian. If language proficiency is to be a criterion or a prerequisite for participation in the exchange program, the findings indicate that the program should begin with Russian-speaking partner institutions.

Optimal age

Experience from other student exchange programs suggests that students in an age range from 20 through 24 are at an optimal level of personal openness to learn in and from a foreign culture, while

having attained enough personal autonomy and responsibility to use this opportunity wisely. Focusing on these years would permit participation by community college students while emphasizing the age considered optimal for personal openness and resonance to the host culture. This focus has little to do with formal subject-matter learning and much to do with the vital informal and affective learning that would comprise part of the opportunity.

While this focus should be included among general guidelines for selecting applicants, it should, of course, neither take the place of individual screening of each applicant nor be interpreted as automatically excluding older applicants.

Length of time abroad

To make the most of the effort required and derive the most potential benefit, the program should afford a minimum of one regular semester to participants beyond whatever preparatory period might be required in California before leaving.

Partner institutions and communities

Several Eastern European sites suggest themselves as possible participants in the exchange program.

- One would be a metropolitan area of the Russian Republic not previously involved in student exchange with California -- that is, not Moscow or

St Petersburg, where California academics already have long-standing programs. Yekaterinburg -- formerly Sverdlovsk -- in the southern Ural Mountains is one such possibility. Sister city with San Jose, California, and the Russian "Silicon Valley," it has a population of 1.5 million and operates a state university as well as nearly a dozen higher education institutes in fields ranging from engineering to theater arts. The rectors of several of these institutions have already formally agreed to collaborate in developing a student exchange program with institutions in San Jose.

- Other possibilities within the Russian Republic include Vladivostok (sister city of San Diego and newly opened Pacific Rim city), and Irkutsk (home of a university plus a dozen institutes of higher education in addition to several specialized research institutes). Irkutsk is historically linked with early California through Fort Ross and currently linked through collaboration with the University of California, Davis, in deep-water lake research involving Lakes Tahoe and Baikal. Outside Russia but within the former Soviet Union, relatively untrammelled territories for exchange include Byelorussia and Ukraine, whose languages are very close to Russian.
- Another possibility would be a major capital city of Eastern-Central Europe with an established academic relationship with California, such as Athens, Greece, Bucharest, Romania, or Budapest, Hungary, although the present lack of interest by California students in mastering the relevant languages would need to be overcome.

Curriculum

The Commission found a ready pool of ideas regarding curriculum among advisors well-experienced in study abroad. From these conversations, the Commission concludes that California participants in the program should be free to select a portion of their studies from among the courses offered by their host institution. At the same time, in order to achieve an identifiable public benefit, the exchange program should engage all California participants either in some academic subject especially important to California's looming civic, societal, or eco-

nomic needs or in an interdisciplinary experience specially designed with such needs in view that takes advantage of the present transitional period in Eastern Europe. That is, a distinctive California program should permit its participants a measure of individual choice of studies while anchoring their study in a consideration of problems and dynamics of the post-Cold War era in the host society.

The Commission does not wish to be prescriptive regarding this element of the curriculum, but some of the options presented for illustrative purposes in Part One of this report are possibilities for consideration:

- One would be a core course for students from both regions that would help them understand how certain societal functions have been performed and are currently carried out in the host country. The Commission uses the term "functions" deliberately here to distinguish it from "industries." For example, tracing a region's food supply would not focus exclusively on the "agricultural industry" in terms of farms and farm production, since in some societies a significant portion of available food comes from imports and the gardens of non-farm families. Likewise, a study of the country's means of transporting people and products from one locale to another would be broader than that of the "transportation industry" as such. A variety of societal functions could be selected for inclusion in the course so that all students would find at least one that relates to their major or career interest. Overall, this core course would focus attention on the current practical conditions of transition in the host country for students from both sides.
- Partner institutions might use two-way live communication technology to offer an introductory course for students from both countries prior to their overseas travel. This course would be team-taught by faculty in both institutions, with lectures supplemented by question-and-answer and discussion sessions. Students could form teams of four or more and then meet face-to-face in the subsequent semester to study research topics of mutual interest. All team members would be responsible for their own part of the project report, but they would prepare a single final product in both languages.

- The faculties of partner institutions might agree on a specific group of courses for students in a single broad field, such as engineering or business, that would combine the special strengths of both institutions
- As part of the program, California participants could be expected to offer some tutoring in American English to interested students at their host institution, just as Eastern European students in California could tutor applicants for the next year of the exchange program.

Curricular ideas such as these should ensure a program that places the California participants in regular interaction with students and faculty of the host institution -- rather than encapsulating them within an American enclave associated with the institution

Participation of California faculty

A significant amount of the program's core instruction should be offered by the host faculty, but members of the Commission's advisory panel for this study counsel that the instructional program abroad must have significant guidance and on-site participation of at least one regular faculty member from California. This is not to say that Americans must control or be in charge of the program, but simply acknowledges that the systems, styles, and structures of higher education differ so greatly between American and European institutions that having a California faculty member present in a facilitating and teaching role would solve some institutional problems for the students and ensure that their academic work is acceptable for credit by their own institution and department upon their return home. It also would be a way of increasing flexibility in the host institution toward the new program, which inevitably would require some institutional change and adjustment.

Selection of candidates

Several California institutions have accrued valuable and successful experience in the careful selection of candidates for study-abroad programs. From

their experience, it is evident that screening of applicants should include not only written applications but also in-person interviews, guided by a set of explicit criteria. High academic qualifications are not enough to ensure that a student can adapt to living in an unfamiliar home and culture for a full semester and take full advantage of the opportunity. Good screening in the beginning should cut later costly attrition to a minimum.

Program governance and management

To make policy for the program, the Commission believes that a consortium formed by two or more California institutions or systems would prove the most effective governing structure. It found this idea acceptable in principle by most advisors in the field. A consortium would permit institutions of more than one type or level to co-sponsor exchanges -- for example, a University of California or California State University campus together with nearby community colleges and independent institutions.

To administer the day-to-day operation of the program, one of several nationally prominent organizations, such as the Institute of International Education in New York and San Francisco, or the American Institute for Foreign Studies in San Francisco, would be qualified to contract for its management. They have working arrangements with several foreign institutions and offices in other countries to assist them in the administration of many study-abroad and exchange programs.

Besides these national agencies, several university foundations associated with particular California campuses have an interest in the administration of international programs, and one or another of them might be able to expand its functions in order to manage the program on behalf of the consortium. But whether the managing organization is national or local, it could relieve the consortium of direct responsibility for operational details such as housing and food accommodations.

Costs

Clearly, any new State-initiated program involves costs to the State, but the Commission does not pro-

pose that the State divert funds from established and current programs of international study to underwrite the proposed program. Instead, the Commission foresees that both federal and private fund sources might welcome a thoughtful State initiative in this direction. Thus the subjects of costs, funding sources, and possible cost sharing must be considered together.

Two important unknown costs at this time are (1) transportation for the participants and (2) living expenses.

Transportation

Travel and related expenses probably comprise the most formidable cost problem to be resolved about the proposed program. For example, the costs of transporting students from Eastern Europe to California and back again have been a chronic hurdle threatening the success of some previous programs at California institutions. In the course of this study, more than one program administrator related that uncertain timing in obtaining visas and other problems of a bureaucratic nature had forced the purchase of airline tickets on short notice and, therefore, at the highest fare levels. Perhaps this problem was an artifact of Soviet restrictions that no longer have much force; but it calls attention to the need for sufficient advance planning to permit purchase of low-cost fares. Several advisors suggest that the network of Sister City Committees in California might be able to play a significant role in helping solve the hurdle of travel costs, especially for Eastern European participants.

In any case, the Commission does not assume that State funds would underwrite the travel costs of Eastern European students, although that factor must be considered just as seriously as others in planning the program.

Living expenses

It often has been said that a semester in many locations overseas costs a single California student no more than a semester in residence at a public college or university here because of favorable exchange rates and differential living costs. (Such statements do not take into account the foregone income of these students while abroad.) The Commission's study has not tested this assertion with current facts, but the assumption seems plausible in

view of lower living costs in, say, Russia or Ukraine, than in California. Moreover, the new era in Russia -- if not all of Eastern Europe -- has revealed a substantial number of educated families who, for very small amounts of American currency, are eager to provide room and board for single American students. Moreover, in certain places -- as in the cities of Khabarovsk and Yekaterinburg -- dormitory living is a subject worth further inquiry.

Estimating the living expenses of Eastern European students at California institutions involves differentiating between living on campus and off campus and then determining if off-campus students could live with host families in the community. Obviously, these options involve different costs, and the latter possibility would provide rich benefits in addition to low cost.

Cost of living for participating students and faculty, both here and abroad, should be estimated with figures from particular campuses rather than from national surveys, since actual necessary costs vary so greatly among institutions. The Commission has not delved deeply into estimating these costs or those of curriculum planning by faculty members of California institutions and the ongoing management of the program, in part because costs and currencies in Eastern Europe countries are changing at fast and fluctuating rates as their economic system changes, but more importantly because the nature of the program will determine its costs. Once agreement has been attained on the most attractive options for the program and on the optimal size of a pilot effort with a small initial cohort of students and staff, then costs can readily be estimated.

Possible sources of funds and distribution of costs

Various sources of non-State support for the proposed exchange program have emerged during the short period of the Commission's study.

At the federal level, the new National Security Education Act, passed by the 102nd Congress, redirects funds from former military intelligence appropriations for scholarships to allow undergraduates to study in foreign countries "not emphasized in other U.S. study-abroad programs," as well as for grants to American colleges and universities for re-

lated international programs. The Act, drafted by Senator David Boren of Oklahoma, is one of the first concrete results in federal legislation of the so-called "peace dividend."

In addition, the U S Information Agency might have interest in the program because of recent increases in its appropriation for exchange programs with Central and Eastern Europe -- so far devoted to assisting in the conversion from a central command economy to market-system economics.

Philanthropic foundations have also taken initiatives that would seem to match those of the proposed California program. Since the Soros Foundation helped inaugurate an "American University" in Central Europe, that philanthropic body has turned new attention to considering educational proposals involving the largest eastern European countries. A few other foundations, large and small, have shown new interest in this region, as have major American corporations. Meanwhile, through group tours, many affluent Americans have begun to overcome their estrangement from the former "Eastern bloc."

In sum, much attention has begun to turn toward renewing active contacts with Eastern Europe, and some of that attention is resulting in new developmental funds.

Cost sharing might take several forms.

- 1 Round-trip airfare for financially needy participants might be raised by non-public organizations. For example, a chamber of commerce or Sister City Committee might provide support in return for a report, oral or written, to their membership by the student beneficiaries.
- 2 Ethnic-based societies such as Greek-American and Ukrainian-American civic groups might

provide various kinds of support, including hospitality for exchangees visiting California.

- 3 Partner institutions could agree to count program participants as "resident students" for fee/tuition purposes and employ them as local tutors in their primary language. (Several California experts in study abroad advocate the part-time use -- on both ends of an exchange -- of visiting students as teaching assistants or tutors in their native language. This could offset some portion of the host institutions' costs.)
- 4 Cost of living could remain a private responsibility, with students using grants, loans, or stipends as on their home campus. Local committees may wish to house, feed, or otherwise help in these needs.
- 5 As described in Option B on pages 3-4 above, business or industrial groups should be invited to invest in the training and development of selected employees as students in a specific sub-region of Eastern Europe.
- 6 The State of California could formally request that airlines provide the lowest fares for participants.
- 7 The State could pay the one-time costs of organizing and launching the program plus management costs, including the salaries of faculty advisors.

Summary

Because of the findings described in this part of the report, the Commission has made the recommendations presented in Part One above.

Bibliography

California Postsecondary Education Commission. "Prospectus for Designing a Student Exchange Program Between California and Eastern Europe." Agenda Item 12, Meeting of January 27-28, 1991.

-- *Looking to California's Pacific Neighborhood: Roles for Higher Education. A Report to the Governor and Legislature in Response to Assembly Concurrent Resolution 82 (1986).* Commission Report 87-24. Sacramento: The Commission, June 1987

-- *Institutional Reports on Pacific Rim Programs Submissions by the California Community Colleges,*

the California State University, and the University of California in Response to Assembly Concurrent Resolution 82 (1986). Commission Report 87-25. Sacramento: The Commission, June 1987

-- *Education Needs of California Firms for Trade in Pacific Rim Markets. A Staff Report to the California Postsecondary Education Commission.* Commission Report 88-43. Sacramento: The Commission, December 1988

Institute of International Education. *Open Doors 1990-91*. New York: The Institute, 1991

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and advice to the Governor and Legislature

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of April 1993, the Commissioners representing the general public are

Henry Der, San Francisco, *Chair*
C. Thomas Dean, Long Beach, *Vice Chair*
Mim Andelson, Los Angeles
Tong Soo Chung, Los Angeles
Helen Z. Hansen, Long Beach
Mar-Luci Jaramillo, Emeryville
Lowell J. Paige, El Macero
Stephen P. Teale, M.D., Modesto

Representatives of the segments are

Alice J. Gozales, Rocklin, appointed by the Regents of the University of California,
Yvonne W. Larsen, San Diego, appointed by the California State Board of Education,
Timothy P. Haidinger, Rancho Santa Fe, appointed by the Board of Governors of the California Community Colleges,
Ted J. Saenger, San Francisco, appointed by the Trustees of the California State University,
Kyhl M. Smeby, Pasadena, appointed by the Governor to represent California's independent colleges and universities, and
Harry Wugalter, Ventura, appointed by the Council for Private Postsecondary and Vocational Education

The student representatives are

Christopher A. Lowe, Placentia
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren H. Fox, Ph.D., who is appointed by the Commission. Further information about the Commission, its work, and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 95814-2938, telephone (916) 445-7933.

EXCHANGING STUDENTS WITH EASTERN EUROPE

California Postsecondary Education Commission Report 92-22

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, 1303 J Street, Fifth Floor, Sacramento, California 95814-2936

Recent reports of the Commission include:

92-4 Prospects for Long-Range Capital Planning in California Public Higher Education. A Preliminary Review. A Staff Report to the California Postsecondary Education Commission (January 1992)

92-5 Current Methods and Future Prospects for Funding California Public Higher Education. The First in a Series of Reports on Funding California's Colleges and Universities into the Twenty-First Century (March 1992)

92-6 Commission Comments on the Systems' Preliminary Funding Gap Reports. A Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (March 1992)

92-7 Analyses of Options and Alternatives for California Higher Education. Comments by the Staff of the California Postsecondary Education Commission on Current Proposals for Change in California's Public Colleges and Universities (March 1992)

92-8 Faculty Salaries in California's Public Universities, 1992-93. A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No 51 (1965) (March 1992)

92-9 Fiscal Profiles, 1992. The Second in a Series of Handbooks about the Financing of California Postsecondary Education (March 1992)

92-10 Student Profiles, 1991. The Second in a Series of Annual Factbooks About Student Participation in California Higher Education (March 1992)

92-11 Meeting the Educational Needs of the New Californians: A Report to Governor Wilson and the California Legislature in Response to Assembly Concurrent Resolution 128 (1990) (March 1992)

92-12 Analysis of the 1992-93 Governor's Budget. A Staff Report to the California Postsecondary Education Commission (March 1992)

92-13 Postsecondary Enrollment Opportunities for High School Students. A Report to the Legislature and the Governor in Response to Chapter 554, Statutes of 1990 (June 1992)

92-14 Eligibility of California's 1990 High School Graduates for Admission to the State's Public Universities. A Report of the 1990 High School Eligibility Study (June 1992)

92-15 Progress of the California Science Project. A Report to the Legislature in Response to Chapter 1486, Statutes of 1987 (June 1992)

92-16 Supplemental Report on Academic Salaries, 1991-92. A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No 51 (1965) and Supplemental Language to the 1979 and 1981 Budget Acts (August 1992)

92-17 A Framework for Statewide Facilities Planning. Proposals of the California Postsecondary Education Commission to Improve and Refine the Capital Outlay Planning Process in California Higher Education (August 1992)

92-18 Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers. A Revision of the Commission's 1990 *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (August 1992)

92-19 Approval of the Lemoore Center of the West Hills Community College District. A Report to the Governor and Legislature in Response to a Request from the Board of Governors to Recognize the Center as the Official Community College Center for the Lemoore/Hanford Area of Kings County (August 1992)

92-20 Commission Comments on the Systems' Final Funding Gap Reports. A Second Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (August 1992)

92-21 Services for Students with Disabilities in California Public Higher Education, 1992. The Second in a Series of Biennial Reports to the Governor and Legislature in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987) (August 1992)

92-22 Exchanging Students with Eastern Europe. Closing a Half-Century Learning Gap. A Report to the Governor and Legislature in Response to Assembly Concurrent Resolution 132 (Resolution Chapter 145, Statutes of 1990) (August 1992)

92-23 1992-93 Plan of Work for the California Postsecondary Education Commission. Major Studies and Other Commission Activities (August 1992)